A Prepared and Resilient Fire and Emergency Medical Services
Strategic Plan Fiscal Years 2019-2023
June 2019
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A Message from the U.S. Fire Administrator

The following pages represent the newly revised strategic plan (2019-2023) for the U.S. Fire Administration (USFA). This plan is closely aligned with the Federal Emergency Management Agency’s (FEMA’s) Strategic Plan and depicts our revised vision, mission, strategic goals and objectives.

The fire and Emergency Medical Services (EMS) have changed over the years, and this plan ensures that the USFA is positioned to impact and shape the future of the profession. Its future will depend a great deal on enhancing preparedness, prevention, mitigation and response.

While we’ve made significant strides to improve diversity and inclusion in the fire and Emergency Medical Service, we still have a significant amount of work left to do. Today, we are in a completely different atmosphere and environment, and it is imperative that the profession reflects the diverse fabric of the communities we serve.

Our strategic direction began with a review of our vision and mission. We made some adjustments focused on the future of the fire and EMS. Our new vision is a prepared and resilient fire and Emergency Medical Services. This is our desired outcome for the men and women who selflessly serve. We revised our mission to support and strengthen fire and Emergency Medical Services and stakeholders to prepare for, prevent, mitigate and respond to all hazards. This mission elevates the opportunity to achieve our described vision. For the next four years, we will focus on the following strategic goals:

- Goal 1: Build a culture of preparedness in the fire and Emergency Medical Services.
- Goal 2: Ready the nation’s fire and Emergency Medical Services for all hazards.
- Goal 3: Ensure the USFA is an innovative, knowledgeable and responsive organization.
Working for a Fire-Safe America

The USFA serves the nation independently, in coordination with other federal agencies, and in partnership with fire and Emergency Medical Services personnel. We work together to achieve the ultimate goal of a fire-safe America.

The USFA supports the efforts of state and local departments by providing training and education, applied research and technology, data collection and analysis, and public education and awareness. The National Fire Academy (NFA) is responsible for preparing the fire and EMS to respond to and recover from all-hazards incidents. Ultimately, USFA plays a critical role in reducing the loss of life and property and addressing America’s fire problem.
U.S. Fire Administration Directorate

On May 4, 1973, the National Commission on Fire Prevention and Control issued a report, “America Burning,” which focused its attention on the nation’s fire problem and the needs of the fire services and allied professions. The USFA was established by Public Law 93-498, the Federal Fire Prevention and Control Act of 1974, which called for the establishment of an NFA to advance the professional development of fire service personnel and of other people engaged in fire prevention and control activities; a technology program of development, testing and evaluation of equipment for use by the nation’s fire, rescue and civil defense services; the operation of a National Fire Data Center for the selection, analysis, publication and dissemination of information related to the prevention, occurrence, control and results of fires of all types; and to take all necessary steps to educate the public and to overcome public indifference to fire and fire prevention.

From its beginning, the USFA focused on supplementing, not duplicating, existing programs of training, technology and research, data collection and analysis, and public education. We consider these the heart of everything we do. Our work is focused on and related to fire departments at the local level, which impacts the fire problem at the national level.

Over the ensuing years, the USFA has adjusted to new developments and challenges facing the fire and EMS community, always with the intention of providing leadership and support in the shared responsibilities for public safety. Dangers and risks have increased in nature, complexity and severity: hazardous material, pandemic epidemic disease, acts of terrorism, natural disasters, violent or hostile events and civil disorder, and wildland urban interface. We have considered those risks as we addressed and revised this strategic plan.

The USFA is a directorate within the Department of Homeland Security (DHS)/FEMA. As a result, the USFA is responsive to the internal requirements of DHS/FEMA and the emerging needs of local fire responders.

As a component of DHS/FEMA, the USFA embraces the whole community concept for emergency management and recognizes that it takes all aspects of a community (volunteers, faith and community-based organizations, the private sector, and the overall public) — not just the government — to effectively prepare for, prevent, mitigate and respond to all hazards. The whole community and shared responsibility are a hallmark of FEMA’s 2018-2022 Strategic Plan.
One of the USFA's links to the whole community is the Fire is Everyone's Fight® initiative.

Fire is Everyone’s Fight is a national initiative to unite the fire service, life safety organizations and professionals in an effort to reduce home fire injuries, deaths and property loss by changing how people think about fire and fire prevention.

The USFA serves the nation in coordination with other federal agencies, state and local EMS communities, and the private sector, and with colleges, universities and other DHS educational consortium participants.
2019-2023 U.S. Fire Administration Strategic Plan Elements

Mission
We support and strengthen fire and Emergency Medical Services and stakeholders to prepare for, prevent, mitigate and respond to all hazards.

Vision
A prepared and resilient fire and Emergency Medical Services.
Federal Emergency Management Agency

Mission
Helping people before, during and after disasters.

Vision
A prepared and resilient nation.

The FEMA 2018-2022 Strategic Plan provides a framework for supporting the United States before, during and after disasters and improving the agency's execution of its fundamental mission of helping people.

**STRATEGIC GOAL 1: BUILD A CULTURE OF PREPAREDNESS**

Resilience is the backbone of emergency management. The nation’s ability to weather storms and disasters without experiencing loss significantly reduces our risk. The most successful way to achieve disaster resiliency is through preparedness, including mitigation. Building a Culture of Preparedness within our communities and our governments will support a national effort to be ready for the worst disasters — at the individual; family; community; state, local, tribal, territorial (SLTT); and federal levels.

**STRATEGIC GOAL 2: READY THE NATION FOR CATASTROPHIC DISASTERS**

Catastrophic disasters, including low- and no-notice incidents, can overwhelm the government at all levels and threaten national security. They are life-altering incidents for those impacted, causing a high number of fatalities and widespread destruction. Catastrophic disasters disrupt lives and hurt our communities economically and socially. Readiness is critical for FEMA and our partners to ensure that the response and recovery missions are appropriately executed and successful.

**STRATEGIC GOAL 3: REDUCE THE COMPLEXITY OF FEMA**

The nation faces an evolving threat and hazard environment. FEMA must be flexible and adaptable to meet the needs of individuals and communities, and it must deliver assistance and support in as simple a manner as possible. We must innovate and leverage new technology to reduce complexity, increase efficiency and improve outcomes.
U.S. Fire Administration

Building on FEMA’s 2018-2022 Strategic Plan, the USFA is leading by example and setting the standard for fire and EMS throughout the country. It is essential that our stakeholders support our strategic goals and objectives outlined in this Strategic Plan.

A prepared and resilient fire and Emergency Medical Services. This vision statement is the focal point for our existence. It ensures that fire and EMS is prepared and flexible to prepare for, prevent, mitigate and respond to any emergency, anytime and anywhere.

We support and strengthen fire and Emergency Medical Services and stakeholders to prepare for, prevent, mitigate and respond to all hazards. Our mission statement describes who we are and why we exist. Ultimately, our stakeholders determine the programs we deliver. Our employees are committed to providing management and specialty training, leading the country’s fire prevention efforts, and providing research and data collection and analysis. We are obligated to deliver programs at the highest level possible in the most professional, efficient and cost-effective manner.

USFA MISSION: We support and strengthen fire and Emergency Medical Services and stakeholders to prepare for, prevent, mitigate and respond to all hazards.

I. BUILD A CULTURE OF PREPAREDNESS IN THE FIRE AND EMERGENCY MEDICAL SERVICES
   1.1 Enhance fire and EMS’ ability to identify, prevent, prepare for and mitigate community risks.
   1.2 Help fire and EMS increase their organizational resilience.
   1.3 Develop partnerships to strengthen fire and EMS.

II. READY THE NATION’S FIRE AND EMERGENCY MEDICAL SERVICES FOR ALL HAZARDS
   2.1 Promote the professional development of fire and EMS personnel to respond to and recover from all hazards incidents.
   2.2 Strengthen the culture of health and wellness to improve responder safety and survival.
   2.3 Encourage data-driven decision-making and information sharing.

III. ENSURE THE USFA IS AN INNOVATIVE, KNOWLEDGEABLE AND RESPONSIVE ORGANIZATION
   3.1 Encourage an environment that values and embraces the contributions, innovations and potential of every employee and supports ongoing professional development opportunities.
   3.2 Simplify administrative and business operations.
   3.3 Promote effective internal communications.
   3.4 Operate and maintain a facility that provides a safe and secure environment.
   3.5 Increase the USFA’s profile on a national level.
Organizational values

The image of the USFA is determined by the credibility and influence we have with our stakeholders. Our collective obligation to our organizational values builds and sustains the momentum necessary to be a high-performing organization. Fully engaged participation is expected from all USFA employees and requires a personal commitment to the organizational values. We have a culture where employees demonstrate the behavior and performance for the USFA with Integrity, Communication, Honesty, Accountability, Respect and Trust.
Strategic framework

The Strategic Plan creates a platform for the USFA to achieve its vision and mission. The plan provides both strategic direction and operational focus.

America’s fire and EMS progress is greatly enhanced by the USFA’s efforts to take the lead on issues important to the fire service. The USFA continues to partner with fire and EMS stakeholders to achieve the strategic goals and objectives outlined in this Strategic Plan. Our described strategic goals are the foundation for our work toward a fire-safe America.

GOAL 1: Build a culture of preparedness in the fire and Emergency Medical Services.

The USFA provides SLTT fire and EMS with resources to reduce fire and life safety risks in their communities. Our programs and services contribute to significant reductions in fatalities, injuries and property loss in America.

Strategic Goal 1 promotes FEMA’s idea that everyone should be prepared when disaster strikes. The USFA is committed to ensuring that the fire and EMS are prepared. It is the preparation before the disaster.

Community risk reduction is important at the local level and includes a whole-community approach. It ensures programs, actions and services used by communities prevent or mitigate the loss of life, property and resources associated with life safety, fire and other disasters.

GOAL 2: Ready the nation’s fire and Emergency Medical Services for all hazards.

The USFA provides current, relevant and robust training, education and educational materials to prepare and strengthen the nation’s fire and EMS to prepare for, prevent, mitigate and respond to all hazards.

Strategic Goal 2 focuses on enhancing readiness in the fire and EMS.

The NFA’s delivery of on- and off-campus education, training and advocacy of a competency-based professional development system provides leadership in fire service executive and technical skills and improves the effectiveness of local response.
GOAL 3: Ensure the USFA is an innovative, knowledgeable and responsive organization.

Our internal focus is designed to sustain the USFA as a dynamic organization by developing highly skilled employees committed to quality service. We promote a high-performance culture, maintain a safe and positive work environment, and achieve organizational and individual excellence.

All of our employees make a difference, and active participation and engagement is essential to the successful pursuit of our described vision and mission.

Like FEMA, our Strategic Goal 3 promotes streamlining administrative and business operations and processes for efficiency and effectiveness.

As Fire Service Leaders we are in the “People Business.”

People Centered
People Focused
People Committed

~ G. Keith Bryant
GOAL 1: Build a culture of preparedness in the fire and Emergency Medical Services.

Strategic objectives:

1.1 Enhance the fire and EMS’ ability to identify, prevent, prepare for and mitigate community risks.

1.2 Help fire and EMS increase their organizational resilience.

1.3 Develop partnership to strengthen fire and EMS.

“Responding to and recovering from any disaster is a whole community effort that relies on the strength of Federal, state, local, tribal, and territorial governments, as well as non-governmental entities and individuals, in addition to FEMA.”

~ Brock Long
GOAL 2: Ready the nation’s fire and Emergency Medical Services for all hazards.

Strategic objectives:

2.1 Promote the professional development of fire and EMS personnel to respond to and recover from all-hazards incidents.

2.2 Strengthen the culture of health and wellness to improve responder safety and survival.

2.3 Encourage data-driven decision-making and information sharing.

Catastrophic disasters are difficult and life-changing events that disrupt our lives and hurt our communities, economically and socially. Readiness is critical to ensure response and recovery missions are successful and prepared.

~ FEMA’s 2018-2022 Strategic Plan
GOAL 3: Ensure the USFA is an innovative, knowledgeable and responsive organization.

Strategic objectives:

3.1 Encourage an environment that values and embraces the contributions, innovations and potential of every employee and supports ongoing professional development opportunities.

3.2 Simplify administrative and business operations.

3.3 Promote effective internal communications.

3.4 Operate and maintain a facility that provides a safe and secure environment.

3.5 Increase the USFA’s profile on a national level.
Measuring and achieving results

As a part of our strategic implementation plan, each objective is assigned a point of contact responsible for creating actions and initiatives to accomplish the objective. The success of this work will help us measure the overall success of the 2019-2023 Strategic Plan.

The USFA has also identified two performance measures:

- **Preparedness — Percent of supervisors of students trained who believe their staff are better prepared as a result of NFA training.** The measure assesses the increase in the level of students trained as reported by first-line supervisors.

- **Preparedness and Protection — Number of loss of life per million due to fire in the U.S.** This measure analyzes the rate of loss of life from fire-related events and examines fatalities in the U.S. per million population based on the review of historical data.
Conclusion

This year the USFA celebrates 45 years of existence. The purpose statement since 1974 remains the same: reduce losses both economic and human due to fire and other emergencies through training, research, coordination and support.

Our efforts have evolved as we prepare the nation's first responders and health care leaders through ongoing (and when necessary) expedited training regarding how to evaluate and minimize community risk, how to improve protection of critical infrastructure, and how to prepare and react to all-hazards and terrorism emergencies. We are committed to diversity and inclusion and work diligently to ensure we have a learning environment that represents the communities our first responders serve.

While we are making great strides in our overall mission, we are still faced with challenges and priorities going forward:

- NFA curriculum and programs.
- Culture of preparedness.
- Big data/Data accuracy.
- Emergency services environment evolution.
- Community connections.

The future of the fire service will depend on our work in these areas.

Our ultimate goal is to exist as a nation with a prepared and resilient fire and EMS — one firefighter at a time to prepare for, prevent, mitigate and respond to all hazards.
Celebrating 45 Years!
February 12, 2019

MEMORANDUM FOR: All FEMA Employees

FROM: Brock Long
Administrator

SUBJECT: Administrator’s Annual Planning Guidance

As we approach the one-year mark of the 2018-2022 Strategic Plan, the work of this Agency has never been more vital to the Nation. The strategic plan continues to be our blueprint for the vision of the Agency. However, other major initiatives have come to the forefront that requires us to recalibrate our priorities. We continue to focus on recovery operations in the Caribbean, which is unlike any disaster we have encountered in FEMA history. The Disaster Recovery Reform Act (DRRA), a landmark law that will transform our approach to emergency management, requires additional resources to create a foundation for the future. The Community Lifelines concept underscores all of the above initiatives as a means to assess stabilization of communities following a disaster - a unity of effort across all phases of emergency management. I know this is a large undertaking for the Agency and that strategic resource decisions must be made.

In this year’s Annual Planning Guidance, I outlined the priorities I expect all FEMA Directorates, Regions, and Staff to focus on as they make resource and policy decisions. You will note selected objectives of the Strategic Plan have been highlighted as focus areas within the three goals. This was done with the intention to ensure we are able to support staff on all levels and knowing where we want to put the most weight. The work you do every single day matters, and with our collective attention towards these priorities, I know we can make a significant impact. Through the remaining years of this Strategic Plan, we will continue to focus on different elements within the broader emergency management community.

Advancing Community Lifelines through our Strategic Plan

Our Strategic Plan outlines three goals for the emergency management community: (I) Build a Culture of Preparedness, (II) Ready the Nation for Catastrophic Disasters, and (III) Reduce the Complexity of FEMA. The goals and objectives outlined in the Strategic Plan will reduce risk to Community Lifelines before a disaster and support rapid stabilization and restoration during and after a disaster.

A lifeline enables the continuous operation of government functions and critical business and is essential to human health, safety, or economic security. Figure 1 depicts all seven lifelines.
We must focus finite resources on these lifelines. When they are disrupted, impacts to survivors cascade. Solutions require cross-sector coordination to unify the efforts of government, non-governmental organizations, and the private sector. Lifelines provide an integrated framework across our missions. Leaders will communicate to their staff on how their work directly contributes to these critical functions.

The following priorities will provide the greatest impact towards stabilizing critical lifelines. These priorities are elements of broader objectives from our Strategic Plan, and where we will place significant focus:

**Goal 1: Build a Culture of Preparedness**

- **Pre-Disaster Mitigation** – Focus DRRA’s new Building Resilient Infrastructure and Communities (BRIC) program and the Nation’s investment in mitigation on protecting, restoring, and reducing risk to lifelines (supporting Objective 1.1)
- **National Flood Insurance Program (NFIP)** – Develop and propose NFIP reforms to expand the number of properties covered by flood insurance and design a sound financial framework (supporting Objective 1.2)
- **Financial Preparedness** – Increase individual and family financial preparedness to build and sustain nationwide resilience (supporting Objective 1.3)

**Goal 2: Ready the Nation for Catastrophic Disasters**

- **Improve FEMA’s readiness reporting, specifically for catastrophic and concurrent disasters** – Develop comprehensive, Agency-wide readiness tracking and reporting capabilities that measure readiness based on incident-based scenarios and standards. A holistic approach will evaluate and assess the entire Agency’s ability to conduct effective disaster operations. Enhance the capability to support states before, during and after disasters with our FEMA Integration Teams (supporting Objective 2.1)
- **Posture FEMA and the Whole Community to Provide Life-Saving and Life-Sustaining Resources** – Revise the National Response Framework (NRF) to address how we will support the whole community in building capability to provide essential functions across lifelines (supporting Objective 2.3)

**Goal 3: Reduce the Complexity of FEMA**

- **Outcome Driven Recovery** – Promote effective and timely outcome-driven recovery, with a focus on housing programs and Public Assistance Alternative Procedures (supporting Objective 3.1)
- **Grants Management and Data Analytics** – Ensure the Agency has the necessary infrastructure, capabilities, and resources for effective and timely grants management and data analytics to safeguard the critical success of mission delivery (supporting Objective 3.4)
Implementing the Disaster Recovery Reform Act
We have and will continue to prioritize implementation of DRRA provisions that drive risk reduction and build capability for communities across the lifelines. This includes the new BRIC program, which will provide a more reliable, risk-based stream of pre-disaster mitigation funding through which communities will be better able to plan and execute mitigation programs to reduce their disaster risk. DRRA increases state and local capability to manage recovery by increasing the total amount of management costs eligible for reimbursement under Public Assistance and the Hazard Mitigation Grant Programs. DRRA also allows Stafford Act employees who have served continuously for three years to compete for permanent, full-time employment. This provision will support FEMA in retaining and promoting an experienced and talented workforce in furtherance of our mission.

Ongoing Disaster Recovery and Mitigation in the Caribbean
The recovery operations and mitigation investments we support in Puerto Rico and the U.S. Virgin Islands are of a scope and scale that far exceed our past 38 years of disaster recovery efforts. FEMA has provided billions of dollars in aid with more to follow and, in the Commonwealth of Puerto Rico, we have hired more than 1,500 residents to help sustain their communities’ recovery efforts. To support these communities in building resilience to future disasters, we must ensure that our efforts are focused on outcomes across the Community Lifelines. I have directed the Office of Response and Recovery (ORR) to ensure our recovery operations are synchronized and well-coordinated across the Agency. We will continue to support our FEMA leaders and staff in the field who are working closely with the territories to ensure such unprecedented disaster assistance enables long-term risk reduction and preparation for future disasters that we can all be proud of.

Building and Sustaining Excellence in Mission Support
We cannot drive risk reduction across the Nation, or effectively support stabilization and restoration following disasters without a strong backbone for business. FEMA needs to commit to achieving excellence in information technology, administrative services and real property, procurement, human capital, and security. These functions are not ancillary, they are foundational and strengthen our business. We must include Mission Support functions into both operational and strategic planning efforts, continuously improve our business processes and tools, and find efficiencies that allow us to close critical gaps in these functions. Accordingly, I have directed Mission Support to focus its efforts on enabling our priorities and remediating gaps.

Achieving Strategic Alignment – Discovering Efficiencies to Achieve Our Goals
All of the strategic priorities discussed above come at a cost; they require time and money to achieve. Specifically, adding them to our existing responsibilities requires about $300 million dollars a year in excess of our current resources. Therefore, while we pursue these strategic priorities we must also carefully examine, maximize, and align the full range of capabilities and resources of our Agency.

Deputy Administrator Gaynor will lead this Strategic Alignment effort through the Agency’s governance bodies along five lines of effort:
- **Doctrine and Policy** – Refreshing FEMA Publication 1 as the standard reference to define our Core Values, Guiding Principles and core functions. Resilience, ORR, and Mission Support will also develop and issue policies to implement operating concepts that focus on strengthening, stabilizing, and restoring impacted critical community lifelines.

- **Organizational Effectiveness** – Ensuring our organization and resources are aligned to support our Strategic Plan.

- **Enterprise Leadership** – Empowering senior leaders to be the authoritative voice for their responsibilities and use that voice to ensure alignment.

- **Internal and External Communications** – Simplifying how we communicate to FEMA employees, survivors and external partners.

- **Recruiting, Training and Professional Development** – Supporting mission accomplishment and creating achievable career paths in a respectful work environment which is free from harassment.

This Annual Planning Guidance provides my intent for you and our Agency. I am counting on everyone to know and to use it to drive strategic, policy, planning, and resource decisions. Specifically, I expect:

- **Executives, Managers and Supervisors**, in collaboration with employees, set measurable performance goals; measure progress towards those goals on a quarterly basis; and reward or hold employees accountable based on performance results consistent with this guidance. Ask yourself, “What can we stop doing? What can we modify or change to become more efficient? How can we remove unnecessary duplication? How does what I am working on support the success of the Strategic Plan?” Look for efficiencies so that your team will have the capacity to devote their attention to what truly “moves the needle” on our priorities. Make the tough decisions regarding resourcing and level of effort to ensure we are focused on what is most important. Engage and empower your employees.

- **All members of the FEMA team**, you are the most important drivers of our mission. Continue speaking up when you see opportunities for innovation and change that reduce the complexity of our programs. Do you see a process that can be improved, modified, or eliminated to increase our efficiency? If so, please share it with Deputy Administrator Gaynor and his Strategic Alignment team. Challenge yourself and your colleagues to consider how our work fosters our focus on lifelines and moves us forward in our Strategic Plan—because it does. Know where you fit in! If you do not understand your role or how your role moves us forward, ask your supervisor for clarity. Directly or indirectly, you help survivors and their communities every day.

Above all else, FEMA can only succeed in helping others if we take care of our people. Every workplace within this Agency, whether at Headquarters, the Regions, or in the field must be a safe and respectful environment. As the Office of Professional Responsibility continues to build out its team and infrastructure, I charge each and every one of you with upholding FEMA’s Core Values of Compassion, Fairness, Integrity, and Respect when dealing with your colleagues and the survivors we help every day. Thank you for what you do to help people before, during and after disasters.